

Regionalism Study Tour - Slovakia Final Report

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1.0 EXECUTIVE SUMMARY

In early 1996, the U.S. Agency for International Development (USAID) mission in Slovakia created the Local Self-Government Assistance Center (LSGAC) to serve as a focal point for its technical assistance programs for municipalities in Slovakia. Developing the governance capacity of the municipal governments in Slovakia is one of the strategies being used by USAID in its effort to strengthen democratic institutions in the country.

Slovakia is a unitary state with a population of 5.3 million people. It has almost 2,800 municipalities. All of the land area of the country is within the boundaries of a municipality. As Table 1 illustrates, large portions of the population live in very small communities or medium- to large-size cities.

In spring 1996, the Slovak government enacted a law that provided for the division of the country into eight regions for the purpose of deconcentrating the administration of national government functions. Subsequently, the Slovak government turned its attention to the establishment of a middle tier of local self-government that would provide services to local governments and citizens on a regional basis and be responsible to a policy body elected by citizens or the political leaders of the constituent municipalities. During the early summer of 1996, the Ministry of Interior was charged with developing a plan for regional self-government.

In this context the LSGAC engaged in discussion with ministry officials, Parliamentarians, and the Slovak Municipal Association (ZMOS) about the value of a study tour to the United States to gain familiarity with a range of approaches to regional service delivery and interlocal cooperation, as well as methods of maintaining dialog between the state and local levels. The goal of the study tour was to broaden the frame of reference among a critical mass of policy makers who will be faced with making decisions about decentralization in Slovakia and other national government/local government relationships.

Table 1. Population Distribution by Size of Municipalities

Number of towns in class	Population range	Total population (%)
1	over 400,000	8
1	200,000 to 400,000	11
37	20,000 to 90,000	26
32	10,000 to 19,999	8
43	5,000 to 9,999	5
774	1,000 to 4,999	27
<u>1,964</u>	under 1,000	<u>15</u>
Total	2,852	100

The study tour was carried out during November 1996 in Maine and Massachusetts. The delegates consisted of two mayors, four officials from the Ministerial Office of Interior Ministry, one official from the Ministry of Finance, three members of Parliament, each from a different political party, one senior official from the staff of the Parliament and one staff member from ZMOS.

The study tour consisted of discussions with senior elected and appointed officials in the two states, visits to regional government organizations, meetings with local officials and municipal association officials, and discussions with World Bank officials about the merits of decentralization. Included in the tour were meetings with former Gov. Michael Dukakis of Massachusetts, Lt. Gov. Paul Celluci of Massachusetts, and Gov. Angus King of Maine.

At the conclusion of the tour, the participants assessed the range of ideas and issues that the study tour had catalyzed and in a group discussion identified those of particular significance. The need for a system to sustain ongoing dialog between national and local governments on policy and program issues and improving the fiscal relationships between central and local governments were identified as top priorities. The result of the assessment is included in the appendices.

2.0 BACKGROUND AND CONTEXT

During early 1996, the USAID mission in Slovakia authorized the creation of the LSGAC (Center) in Bratislava. The Center houses the components of the USAID-funded efforts in Slovakia that support the development of democratic local government practices through programs of direct technical assistance, training, and capacity building. The efforts of the Center are directed at municipalities that request assistance, municipal organizations such as ZMOS, and national government officials and institutions that make or implement policy and programs affecting municipalities.

The Center has been providing direct technical assistance in environmental issues including water, wastewater, and solid waste disposal; carrying out a nationwide training program focused on strengthening the roles of local elected officials in their communities; and working to strengthen key municipal advocacy organizations such as ZMOS, and professional associations of municipal managers and finance officials. Recognizing that policy advocacy for municipal interests at the national government level is a cornerstone of effective municipal development, a core strategy of the Center has focused on strengthening ZMOS as an institution. One component of this strategy was a study tour in May 1996 for ZMOS leadership to the North Carolina Municipal League. Another component is sustained technical assistance to support ZMOS institutional development, much of which has been provided by a former deputy director of the Virginia League of Municipalities and by Kennedy Shaw, resident adviser at the Center. Mr. Shaw is a former executive director of the Massachusetts Municipal Association.

In May 1996 the Center participated in a conference in Bratislava hosted by the United Nations Development Programme (UNDP) for its program officers and clients in Central and Eastern Europe and the countries of the former Soviet Union. During the conference, members of the Slovak Ministry of Foreign Affairs, ZMOS leaders, and Fred Fisher and Kennedy Shaw of the Center discussed the application for a municipal-sector development grant by Slovakia to the

UNDP. Under the concept discussed during the conference, ZMOS would serve as the implementing agency for the grant under contract to the Ministry of Foreign Affairs. Brokering this arrangement was another aspect of the Center's support for ZMOS institutional development. The Center, with USAID approval, agreed to fund a consultant to write the UNDP proposal in consultation with ZMOS.

The resulting proposal, developed in close consultation with ZMOS board members and staff, identified the need for regional and interlocal approaches to problem-solving and service delivery as a key capacity-building issue in Slovakia, a country with 2,800 municipalities, 2,000 of which have populations of less than 1,000. (See Table 1)

In May 1996 the Slovak National Council enacted a law that divided the country into eight administrative divisions. Each of these divisions is to be headed by a *prednosta* (regional head of administration) appointed by the prime minister. The subdivisions will serve as a means for deconcentrating national government administrative authority. As currently envisioned, the *prednostas* will be responsible for coordination and administration of the functions of national government ministries within their jurisdictions. In addition, each of the eight divisions of the country is further subdivided into 79. This new law is currently in the process of being implemented.

With the policy decisions on the deconcentration of the national government settled, attention turned to the development of a plan for regional self-government. The constitution of the Slovak Republic implicitly recognizes the need for regional self-government. Article 64 of the Constitution provides that "self-governing bodies at higher levels (than local) shall be defined by law."

In this context staff at the Ministry of Interior, which is responsible for an internal public administration policy, were assigned the task of developing a plan for regional self-government. Information about this assignment was circulated and discussed among ministerial officials and policy staff of the National Council, members of the National Council, and the staff and board of ZMOS during the summer of 1996.

To assist the Ministry of Interior with its task of designing a middle tier of self-government and dividing service delivery responsibilities, Mr. Shaw of the Center suggested a study tour to broaden the perspective of key officials, including parliamentarians, on issues affecting regional self-government specifically and national government/local government relations generally. The Center's approach was to include participants on the study tour from all the institutions with a stake in the design and implementation of decentralization strategies. The concept of a study tour by a cross-section of policy-level officials was well-received by Slovak officials.

In formulating the study tour concept, Mr. Shaw consulted with Richard Kobayashi, a consultant with policy development and policy training expertise and extensive state/local experience in the United States. Mr. Kobayashi worked at the Center in Bratislava during summer 1996 preparing Slovakia's application for municipal sector assistance to the UNDP. This application included project categories focused on regional municipal service delivery, capacity building for small municipalities, and fiscal decentralization, all issues central to a discussion of decentralization.

By mid-summer, a study tour concept based on the following criteria had been established:

1. The tour design should include exposure to the principles of fiscal decentralization and the processes used in developing implementation strategies.
2. The tour design should be consistent with the Slovak environment (e.g., many small communities, no unincorporated areas, and a capital city dominant in size and wealth).
3. The itinerary and design should be examples of design alternatives offering regional solutions to service delivery and governance rather than examples of specific functions. This meant that a visit to a regional wastewater entity would emphasize the governance structure, state/federal incentives for a regional solution, obstacles to a regional solution, requirements for enabling law, and financing sources rather than an in-depth discussion of river or harbor cleanup.

Before leaving Slovakia in early August, the Center and Mr. Kobayashi agreed that Mr. Kobayashi would design, plan, and implement the study tour as the project's contractor. This arrangement enhanced the project's effectiveness by enabling a sole contractor with significant insights into the Slovak context and broad U.S. experience to manage the project from conception to completion.

With approval to proceed with the study tour, a four-phase approach was used: Phase 1—Conceptual Design, Phase 2—Planning, Phase 3—Study Tour, Phase 4—Reporting.

3.0 PHASE 1 CONCEPTUAL DESIGN

In Phase 1, specific sites and possible itineraries were identified and examined for relevance to the study tour objectives. Concurrently in Slovakia participants for the tour were being identified. During this period the specific learning needs of participants were refined and appropriate U.S. sites to visit were selected. This phase was characterized by a high degree of interaction between the Center and the project consultant. Also during this phase, the evaluation comments of the participants in the study tour to the North Carolina Municipal League in May 1996 were examined and the concerns raised addressed.

In this phase the decision to concentrate the study tour's itinerary in New England was confirmed. New England was chosen for the following reasons:

- Like Slovakia, the New England states have no unincorporated areas, except for northern Maine.
- All New England states have a variety of middle-tier governance structures, some based on statutes, some serving general-purpose functions, and some based on inter-local agreements.

- New England offers examples of a variety of developmental processes that have sought to improve service delivery, effectiveness, and coordination among governments regionally.
- New England presents a scale that is analogous to the Slovakia situation. Specifically, New England includes many medium-sized communities in the 20,000 to 50,000 population range that serve as important regional centers, and many parts of the region contain large numbers of small communities.
- Concentrating the study tour in New England reduces the amount of time lost in travel and orientation and thus provides more time for dialog among the participants about the relevance of the discussions to the decisions they will be making on their return to Slovakia.

4.0 PHASE 2 PLANNING THE STUDY TOUR

In Phase 2, the best candidates for site visits and dialog were identified. Senior staff at the sites were contacted and assessed based on their availability and willingness to participate in the study tour agenda. Concurrently, an evaluation was made on whether the representative(s) from a site could gain enough distance from their specific function (e.g., economic development, education, water) to allow them to provide insight into the regional government aspects of institutions to the participants.

This phase also included the preparation of custom briefing materials for the participants designed to make the U.S. context familiar and to foster high-level dialog between the participants and presenters in the relatively brief sessions that were planned. In addition, selected material provided by presenters was translated into Slovak by the Center, and included in the pretrip briefing packets provided to participants.

Documents written especially for the Study Tour participants included:

- “General Background Paper for the Slovak Study Tour Participants” prepared by Richard Kobayashi. This paper sets the US context for intergovernmental relations with an emphasis on New England, the Study Tour’s destination. It specifies the functions of local governments, its financing sources and describes the forms of local government. Five typical regional governmental organizations are defined and the political values which affect regional approaches to government are described. The paper consists of fourteen single spaced pages.
- “Franklin County, Massachusetts: Restructuring Regionalism” prepared by Jay DiPucchio, County Administrator, Franklin County, MA. This paper explains the how Franklin County is reinventing itself by shifting traditional state mandated functions to the state and developing a community fee for service strategy. The paper consists of 12 pages, including three charts.

In addition three other relevant papers were translated for the delegation.

- “Comparative Local Government Structures in the United States”, Kennedy Shaw, February 1992, This paper provides an explanation of local government structures in the United States from a historical development perspective. The paper consists of 23 pages.
- “Dynamic Tension: The Relationship of Central Governments and their Local Governments”, Kennedy Shaw, February 1992. This paper provides an explanation of the relationships between central and local governments with emphasis on the central governments perceived needs for control and local governments needs for independence and broad discretion. The paper consists of 16 pages
- “Talking Points of Robert D. Ebel” November 1996.” This paper examines the trends in fiscal decentralization in Socialist countries in transition and elsewhere and describes the significance of these decisions on the efficiency of public services and on the development of democratic institutions. This paper was designed to accompany “Decentralization in the Socialist State” which was co authored by Mr. Ebel and distributed to the delegation in the session with Bob Ebel and Marinela Dado, both of the World Bank, on November 11. This paper consists of 21 pages.

In addition to logistical and program design tasks, the cultural program was planned in Phase 2. The core element of the cultural program was a two-part event scheduled on Sunday, November 10, at the home of Richard and Susan Kobayashi. This consisted of a traditional sitdown Thanksgiving dinner and a reception for the delegation. In addition, plans were made for each participant to have dinner in a private home during the tour. In addition the only Slovak cultural institution in New England, the Slovak Catholic Club of Lisbon Falls, Maine, was identified.

5.0 PHASE 3 IMPLEMENTATION OF THE STUDY TOUR

The study tour took place from November 9–23, 1996, in Massachusetts and Maine according to the schedule developed in the planning phase. The implementation phase included five types of substantive activity, as follows:

1. Dialog with international experts on fiscal decentralization;
2. Dialog with top policy officials on the importance of state-local dialog and mechanisms to sustain the dialog;
3. Visits and discussions of institutions on projects that serve as examples of regional approaches to service delivery, governance, and problem-solving;
4. Discussion of processes designed to increase the effectiveness of collaboration, coordination, and joint approaches to problem-solving and service delivery; and
5. Visits and discussions of examples of regional projects and approaches.

5.1 Fiscal Decentralization

Early in the planning of the study tour, Mr. Kobayashi discovered that the National Tax Association's (NTA's) annual conference would be held in Boston during the study tour. The NTA is a professional association of tax policy analysts and economists. With the enthusiastic participation of NTA officials, a special session of the conference was scheduled for the study tour participants, drawing on the experts in fiscal decentralization attending the annual meeting. The sessions on fiscal decentralization occurred on Monday, November 11, the first academic day of the study tour. There were three major exchanges during these sessions.

First Dr. Robert Ebel, manager of the World Bank's Fiscal Decentralization Initiative (FDI) for Central and Eastern Europe, and Dr. Marinela Dado, World Bank country economist for Slovakia, addressed the participants. Each indicated their own role vis-à-vis Slovakia and the nature of their ongoing relationships and key contacts there. Dr. Ebel is the co-editor of *Decentralization in the Socialist State, Intergovernmental Finance in Transition Economies*, published by the World Bank. Each participant was given a copy of this book.

Dr. Ebel explained the FDI program and indicated the World Bank was planning to bring this program of technical assistance to Slovakia in early winter. The program assists countries in assessing their current patterns of revenue and expenditure assignment (which level of government does what; which level of government pays for what) and works with local policy makers to identify shifts in function and revenue assignment that can lead to overall increases in the efficiency of public services. Dr. Ebel wrote a 22-page discussion paper on fiscal decentralization in Slovakia. The paper was translated into Slovak and distributed to the participants before the tour.

This session broadened the framework of the study tour by informing the participants that a cadre of people at the World Bank are familiar with the local/regional self-government issues that face Slovakia and socialist countries in transition generally. The panelists pointed out that technical assistance from the FDI was not tied in any way to project loan activities of the World Bank and that Slovakia was free to participate in the program even if it was not participating in the bank's loan programs. Dr. Dado, country economist, made a special trip to Boston to speak with the study tour participants.

Second, a panel of experts on subnational revenue and expenditure assignment patterns discussed their views with the participants. This session, chaired by Therese Maguire, of the University of Illinois at Chicago, was a formal part of the NTA agenda designed specifically for the Slovaks. Howard Chernick, City University of New York; Dana Wiest, World Bank; and Dr. Ebel, World Bank, participated.

Third, the participants met with James Brown, president; Joan Youngman, director of Training; and Jane Malme, fellow; all of the Lincoln Institute of Land Policy in Cambridge, Massachusetts, who briefed them on the role of the Institute in providing technical assistance in land taxation and development policy to countries in transition.

Throughout the first day of the study tour, the participants were registered attendees at the NTA conference. The delegation was recognized as special guests of the NTA at an evening cocktail party.

5.2 Policy-Level Dialog

During the study tour the participants met and held substantive discussions with three key policy makers: Lt. Gov. A. Paul Cellucci (R) of Massachusetts; former Massachusetts Governor and 1988 presidential nominee of the Democratic Party, Michael S. Dukakis, and Gov. Angus King (I) of Maine.

5.2.1 Massachusetts Local Government Advisory Committee

In Boston on Tuesday, November 12, the delegation observed the regularly scheduled monthly meeting of the Local Government Advisory Committee (LGAC) with Lt. Gov. Cellucci. This group, which consists of the board members of the Massachusetts Municipal Association (MMA) has been meeting on a regular monthly basis with top elected state government officials for almost 20 years. The association's board mirrors the composition of Massachusetts municipalities and is the only municipal association in the state. The monthly meetings provide a high-level forum for the discussion of important state/local policy issues on a regular basis. The proceedings were monitored by a simultaneous translator for the participants. During the meeting, issues including civil service, labor relations, and the environment were discussed, and specific legislative initiatives to strengthen municipal management powers through changes in law were brought to the Lieutenant Governor's attention with a view to securing the administration's support.

During this session, Lt. Gov. Cellucci presented the delegation with a proclamation issued by Gov. William Weld proclaiming November 12, 1996, Slovak Republic Recognition Day in Massachusetts. This honor was warmly received by the delegation.

Following the session, the delegation met with four of the key actors in the management of the LGAC process to discuss the inner workings of the institution and the protocols and procedures used to set agendas and to brief the governor prior to meetings. Included in this discussion were:

- Jane Gumble, director of the Department of Housing and Community Development, the agency in the executive branch of Massachusetts state government that staffs the LGAC;
- Marilyn Contreas, senior policy analyst, who has provided staff support to the LGAC for the state for over 10 years;
- Geoffery Beckwith, executive director of the MMA and former state legislator; and
- David Humphries, president of the MMA and a selectman from the town of Eastham (population 4,500).

In the session the delegation learned that different governors have used the LGAC forum in different ways, depending on their personalities, management styles, and the political issues of the day. Similarly, the municipal association has adopted varying techniques depending on the current issues, gubernatorial style, and reigning political climate. Although the “climate” for the municipal agenda has varied over the years, the municipal association places a very high priority on sustaining LGAC as a means of policy dialog. Throughout the period of its existence, a regular meeting schedule has been maintained, agendas prepared, and the cardinal rule of “no surprises” observed during the meetings.

5.2.2 Meeting with Former Massachusetts Gov. Michael Dukakis

On Monday, November 18, the delegation met with former Gov. Michael Dukakis, who created the LGAC by executive order in 1976. Gov. Dukakis discussed at length his strategy for creating the LGAC. The meeting was held at Northeastern University in Boston, where Gov. Dukakis is a professor of political science.

He shared with the delegation that he had wanted to end the long-standing acrimonious relationship between the state and its municipalities and concurrently wanted a major focus of his administration to be the revitalization of older central cities, in which approximately half the state’s population resided.

Gov. Dukakis pointed out that it was valuable to hear from local officials directly on a regular basis. He stated that meeting regularly served as a stimulus to joint problem-solving and also mentioned that the LGAC meetings served as the key vehicle to educate the governor’s own senior appointees about the needs of localities and the governor’s policy of working collaboratively with local officials.

Gov. Dukakis’ presentation was followed by animated discussion between the participants and the governor.

5.2.3 Meeting with Maine Gov. Angus King

On Thursday, November 21, the delegation met with Gov. Angus King of Maine. Gov. King was elected in 1994 as an Independent candidate, beating both the Republican and Democratic party nominees for governor. Before being elected, Gov. King had never held political office. His business background involved installing and managing energy-saving systems in institutions and industrial plants.

In his remarks to the delegation, Gov. King pointed out that a major thrust of his campaign was to make Maine a more competitive state for business growth and development and indicated that his administration had embarked on a comprehensive strategy to (1) deliver public services at the state and local level more cost effectively, (2) take actions to eliminate Maine’s competitive disadvantages such as high energy costs and shortages of highly skilled labor, and (3) market Maine.

The governor described with considerable pride the establishment of the Maine Growth Council. This is a joint government/business effort that has identified 50 key measurable benchmarks relative to the Maine economy and has assigned accountability for improving the benchmarks to sectors of the Maine community.

The governor also described his practice of meeting monthly with the board of directors of the Maine Municipal Association to discuss policy issues. This comment reinforced the lessons learned by the delegation in Massachusetts about the importance of regular, structured consultation between state and local government officials.

In the portion of the meeting devoted to dialog, the governor mentioned the plethora of towns in Maine and indicated that one of the major inefficiencies was duplication of services. In discussing this duplication, the governor mentioned the State-County Local initiative to rationalize service delivery and his own personal hatred of waste. (See section 7.2.)

6.0 REGIONAL GOVERNANCE STRUCTURES

During the study tour, the participants were exposed to four examples of regional governance structures: a regional utility, a regional school, a council of government, and a county.

6.1 Massachusetts Water Resources Authority

On Tuesday, November 12, the participants went to the headquarters of the Massachusetts Water Resources Authority (MWRA) in Charlestown, Massachusetts, to meet with Deputy Director Tom Powers, Budget Director Barbara Gottshalk, and Leonard Cawley, Public Affairs Officer. Ms. Gottshalk was previously budget director for Boston.

The presenters explained that the MWRA provides about half the state's population with water and wastewater services and was created in the mid-1980s in response to the chronic under-funding of the capital needs of these functions by state government. At the beginning of the meeting, the board structure, which represents both state and municipal interests, was explained. The board consists of three members appointed by the governor, three members appointed by the mayor of Boston (the largest customer), one member from each of the municipalities of Winthrop and Quincy (municipalities that are sites of major facilities), and three members from the 60 non-Boston municipalities served.

There was extensive discussion of the political requirements that resulted in a governance structure in which power is shared by Boston, the state, and the member municipalities. Also discussed was the independent legal status of the MWRA and its almost complete reliance on the fees for service, which are assessed on its member communities.

6.2 Assabet Valley Regional Vocational School District

The delegation visited the Assabet Valley Regional Vocational School District on Wednesday, November 13. This district has one very large school serving seven towns. The superintendent, Eugene Carlo, explained the governance structure and budget system and provided a tour of the

school. Mr. Carlo explained that at the school's inception the state offered financial incentives to form voc-tech districts as part of its plan to ensure the availability of a technical education to all students in Massachusetts. The state financial incentives described included paying a major share of the building cost, subsidizing the ongoing operating cost of the school, and subsidizing the transportation costs of shuttling kids from a wide area to and from school.

Mr. Carlo also explained that the policy board consists of an official elected specifically to a seat on the district's board from each of the member towns and that the net costs of the school budget after state aid has been received are assessed on the member towns.

6.3 Franklin County

On Friday, November 15, the delegation visited the offices of Franklin County in Greenfield, Massachusetts. During this meeting the participants heard Jay DiPucchio, county administrator, describe a process currently under way to "reinvent" the county. Traditionally the county has carried out several state functions such as providing court buildings and jails, which have been paid for by the state, and a variety of local non-mandatory functions, such as planning and public health. Mr. DiPucchio described the legal process currently under way to remove state-mandated functions like jails and court buildings and to make these functions direct state responsibilities, leaving the county with discretionary functions only. In addition, he described a future governance structure in which each of the 26 towns in the county will participate in governing the county and its newly emerging role as a service provider to the region's towns.

Briefing material was prepared in advance for this presentation, translated into Slovak prior to the trip, and provided to the participants. Included in the participants' package was a paper titled *Franklin County: Restructuring Regionalism*. In addition, each of the participants was given a list of county employees by functional title, which showed their duties and the funding sources for the positions.

6.4 Androscoggin Valley Council of Governments

The Androscoggin Valley Council of Governments (AVCOG) is one of Maine's five economic development districts. This district encompasses a region the size of Rhode Island. This district was created under a Maine law that sets boundaries for these regions, assigns them minimum functions (competencies), and allows the joint actions of three or more communities to trigger initiation of the district as a regional government entity. While the only function assigned to the region by statute is review of state plans, AVCOG has grown over the last 25 years into an entity providing services on behalf of its members and as an agency carrying out a wide array of state and federal programs under contract to state and federal agencies. Mr. Bob, executive director, explained in detail the governance structure of COG and explained that the AVCOG policy board consists of two members appointed by the towns to represent each community in the region.

The AVCOG example was of particular interest to the delegation because it was an example of a regional self-government approach closely tied to its member communities but with little in the way of mandatory tasks.

The delegation was interested in the concept of creating a regional government structure designed to evolve over time to meet local and state government needs.

7.0 COLLABORATIVE PROCESSES TO IMPROVE EFFICIENCY AND EFFECTIVENESS

7.1 Regionalization Commission

On Monday, November 18, the delegation met with members and staff of the regionalization commission in the mayor's office in Boston City Hall. This commission consists of municipal officials from municipalities around the Boston area who are seriously examining the potential for cost savings through joint approaches to service provision. The commission's work is funded by a \$100,000 appropriation from the city of Boston and an equal sum from the state. Currently, the commission has consultants identifying the potential for cost savings in five functional areas: finance and administration, public safety, health and human services, basic services, and employee management. The delegation met with Mayor Thomas Menino of Boston and Mayor John McCarthy of Everett as well as with David Soule of the Metropolitan Area Planning Commission (MAPC) and Edward Collins, chief finance officer for Boston. Mr. Collins had previously served for 13 years as the top official in state government responsible for municipal finance. Also included in the discussion was Anita Lauricella, executive director of the commission.

At an hour and a half meeting in Boston City Hall, Mayor Menino and other panelists discussed at length the current pressures on municipalities to cut costs. The pressures included cuts in federal aid, the inflexibility of local revenue sources, and the limited amount of new state aid forecast for future years. Demographic and other pressures driving demand for public services were also described.

Discussion with the delegation focused primarily on the context in which municipalities exercise their functions, the historic basis for local control and home rule, the political obstacles that will have to be overcome, and the reasons for choosing the five specific functional areas for analysis.

7.2 Maine State-County Local Initiative

Maine has initiated a process to take a fresh look at what each level of government does, with a view to realign functional assignments and/or increase coordination to increase efficiency. The charter of the initiative is in the form of an executive order issued by the governor. This document and the key report issued by the initiative were provided to the delegation in Slovak prior to their departure from Slovakia.

On Thursday, November 21, the delegation met with several officials who had worked on the initiative at the Maine Municipal Association offices in Augusta. Included were Chris Lockwood, executive director of the Maine Municipal Association; Lucien Gosselin, director of Administration for the Maine Development Foundation and former city manager in Lewiston, Maine; and Bob Ford, executive director of the Maine County Commissioners Association.

Part of the presentation focused on the forces driving the initiative, including the following chief assumptions:

- Maine's economy will continue to grow very slowly.
- Federal funds to state and local governments will be reduced.
- Taxpayers are concerned that all taxes are too high.
- State, county, and local governments are far more interdependent than ever before.

The panel explained that the initiatives' mission has only recently been established and that work to develop implementation strategies has been assigned to three committees: Public Safety, Governance, and Human Services.

7.3 Maine Growth Council

On Thursday, November 21, the delegation met with two members of the Maine Growth Council in the governor's conference room at the Maine Statehouse. The Maine Growth Council is a permanent structure created by statute to be responsible for preparing and maintaining an economic plan for Maine. It has grouped the state's needs for improvement into six broad areas: fundamental performance measures, innovative businesses, productive workers and rewarding employment, vital communities, efficient government, state-of-the-art infrastructure, and healthy natural resources. It has also developed performance benchmarks for each of the six broad areas. Three typical benchmarks are the percentage of the population with four-year degrees, the number of jobs that pay a livable wage, and the cost of energy compared to the nation's cost of energy.

Study tour participants met with Mr. Gosellin and Eloise Vitelli, one of the 19 members of the council, to discuss the approach taken by the council. Ms. Vittelli is associate director of the Center for Women, Work and Community, a state university-based effort to develop job skills to enable women to earn livable wages. Mr. Gosellin is director of administration and development for the Maine Development Foundation. He was previously the city manager in Lewiston, Maine. The speakers stressed two major concepts: (1) the broad participatory effort to develop the focus areas and (2) the benchmarks and the assignment of responsibility for moving toward benchmark goals. Also discussed in the session was the difference in effect of some of the benchmarks. Some, like road quality, are the explicit responsibility of the government; others, like diversifying Maine's energy sources to include natural gas, are largely the responsibility of players in the private market. The effect of the report on players in the economic marketplace was noted, as the energy diversification benchmark signaled Maine's intentions to gas suppliers and current energy suppliers. This has resulted in plans by gas transmission companies to serve Maine and investment by current energy suppliers in natural gas projects in Maine. The discussion linked this broad effort to the more specific work of the State-County Local Initiative discussed above.

One interesting aspect of the Maine Growth Council's program is that the process is managed by a private non-profit organization, The Maine Development Foundation. This organization was created by the state and the business community 20 years ago to act as a catalyst to economic

development and communication between the state and its business community. Historically, it has received 50% of its funding from the state legislature and 50% from the 50 largest businesses in Maine. It has developed a high level of credibility in both the political and business communities in Maine and now appears to be a permanent part of the institutional structure.

Copies of key materials were translated for the delegation and provided to them prior to departure from Slovakia.

7.4 LA Together

“LA Together” stands for Lewiston Auburn Together. These two small cities lie opposite each other across the Androscoggin River. At a meeting at Bates College hosted by Dean James Carignan, the delegation received a briefing on a process catalyzed by the College and civic-minded citizens to set the stage for more cooperation between these two cities, which have been historic rivals. The process was led by Dean Carignan and Peter Garcia, a well-regarded attorney who is also on the Maine Growth Council. The panelists described a polling effort in which it was discovered that the populations of the two cities were inclined more favorably to cooperation and coordination of efforts than were the cities’ political leaders. The results of the polling, supported by the work of some technical subcommittees, resulted in agreements to standardize public safety procedures and equipment, to enhance communications, and to further integrate the water and sewer utility functions of the cities.

The focus of discussion was the role played by a respected but neutral local institution, the importance of setting the stage for positive changes to occur naturally, and for nonthreatening confidence-building measures.

8.0 REGIONAL NEEDS, INSTITUTIONS, AND PROJECTS

During the study tour, the delegation had the opportunity to view and discuss a variety of approaches to meeting regional and interlocal needs for services and management capacity. These included viewing management-capacity building programs and shared capital facilities and discussing a county’s role in providing regional services.

8.1 Circuit Riders and Small Town Managers

On Friday, the delegation met with seven members of the Small Town Administrators Association of Massachusetts. Most of the members had been circuit-riding administrators, serving more than one town at some point in their careers. All had extensive experience in working with small towns. Discussion followed two tracks. The first involved gaining acceptance as a first administrator in a very small town and the need to be a jack of all trades to be successful; the second involved the history of the state role in creating incentives for small towns to secure professional administrative talent on a full- or part-time basis.

The delegation noted that while all of the panelists had professional training, they represented many fields, including landscape architecture, journalism, agriculture, and human services. There

was significant discussion of the state's system of providing subsidies to help small towns hire their first full-time or circuit-riding administrator.

The panelist noted that at present there is only one circuit rider in the state. The panelists attributed this to the increasing appetite of small towns for more service than a part-time administrator can provide. The panelists also noted that the current trend was for small towns to hire their own administrators and use circuit riders for specific tasks like health and building inspection.

8.2 Joint Projects

The delegation visited Shelburne (pop. 1,975) and Buckland (pop. 2,013), Massachusetts, and were given a guided tour of the retail center, which serves both of these small towns, by Mike McCusker, the owner of a local specialty grocery market who emphasized the need for small towns to cooperate.

Mr. McCusker described his own personal investment in his store, explaining how he used a combination of his own money for a down payment and a bank loan to purchase the business. On request he told the delegation the amount of his gross revenues (\$750K per year). Mr. McCusker explained at some length his store's dependence on the success of other businesses in the town center and the work that the two towns do to create an environment that is pleasing to customers.

He also pointed out that the business people in the two towns have pledged to raise enough money to hire an economic development specialist to work in both towns on economic development and marketing strategies. He compared this to the towns' efforts to work together on public projects and strategies.

Stanley Gawle, a selectman of 15 years' tenure in Shelburne, provided a tour of the Shelburne Town Hall and Police Station. Mr. Gawle pointed out the austere, bare-bones atmosphere of the town hall and explained the functions a small town like Shelburne provides, which are more diverse than those in Slovakia. Of particular interest was the operation of a public water supply and wastewater system for the town, paid entirely by user fees. The tour included the police office, which consisted of a small office dominated by communication and computer equipment. The chief of police, Mr. Mark DeJackame, explained the highly local nature of his position and his accountability to the Board of Selectmen. The discussion of local accountability to civilian authority was balanced with an explanation of the regional dispatch system managed by the state police for a large number of towns and the Shelburne Police Department's ability to communicate by computer with any regional or national police databases.

In his talk, Mr. Gawle mentioned the tendency of the state to ignore rural locales like Shelburne and indicated that the state needed constant reminders of the existence and special needs of small rural towns.

8.3 Norway and Paris, Maine

In these small Maine towns, the delegation visited three facilities: a 13-town recycling facility, a joint transfer station, and a wastewater treatment facility. All of these facilities were developed with the direct assistance of the AVCOG, a regional service agency serving the region's towns. While AVCOG has no ongoing management responsibility, its expert technical assistance, in these cases engineering expertise, provides the towns served with a capability they could not afford on their own and with an understanding of the requirements and limitations of small, low-income towns. Fergus Lea, an AVCOG engineer who led the tour and was intimately connected to the projects, noted the high level of trust that has developed between the communities and AVCOG during the 20 years he had been working in the region.

Note: In both Massachusetts and Maine, spokesmen described the importance of ensuring that regulations and standards issued by state agencies take into account the scale and financial resources of small communities, a factor often overlooked, according to the spokesmen. Advocacy at this level was one of the roles cited by Franklin County officials and the AVCOG staff in describing their role as a bridge between the rural localities and the state.

8.4 Franklin County Community Development Corporation

On November 14, the delegation met with leaders of the Franklin County Community Development Corporation (FCCDC). Executive Director Kathy Jaworski explained to the delegation that the FCCDC is a non-governmental organization established by local citizens in the Franklin County region to spur economic development and job retention. Ms. Jaworski pointed out that while the FCCDC is a non-governmental organization, it receives very significant support from state and federal agencies that either have programs tailored for CDCs or choose to operate their programs through CDCs, where such organizations exist and have adequate technical and management capability.

Ms. Jaworski pointed out that there are more than 200 CDCs in the United States and that they were established, beginning in the 1970s, as a vehicle to foster grassroots economic development.

One aspect of the FCCDC and of CDCs generally that was of particular interest to the delegation was the multiple roles the organization plays. It serves as a real estate developer for housing and commercial development, as an implementor of job training programs, as a lender of low-interest loans that are used to stimulate job creation and retention, and as a provider of direct technical assistance to business and industry.

During the discussion, which took place in the FCCDC offices, the delegation was given a tour of the business incubator space adjacent to the offices. The CDC developed this facility to provide adequate space at reasonable rents to startup companies.

One interesting aspect of the discussion for the delegation was the explanation that national and state governments have implemented policies to encourage and support the CDC development as a strategy to empower local citizens to gain influence and control over their economic

environment. This approach, combined with the open membership and citizen-based board structure, illustrated the “bottoms-up” approach that characterizes CDCs.

The FCCDC served as an example of a local non-profit organization carrying out a government-funded economic development role in a poor region of Massachusetts.

8.5 County Role in Public Safety, Androscoggin County, Maine

Bates College in Lewiston, Maine, hosted a discussion on the county’s role in public safety that included the deputy sheriff of Androscoggin County, the district attorney, a former mayor of Auburn, Maine, and a practicing attorney who had previously served as a state senator and a county commissioner.

The discussion was moderated by Dean of the College, Jim Carignan.

The discussion had two themes: (1) the county’s relationship to the state, to its constituent communities, and to the people directly via direct election of the district attorney and sheriff; and (2) an introduction to the criminal justice system in the United States. It was a lively, wide-ranging discussion, which continued into the reception hosted by Bates College for the delegation after the formal session concluded.

Major elements of the discussion of particular interest to the delegation included:

- the notion of dual sovereignty and overlapping jurisdiction in the justice system between state and federal governments;
- the rationale for having prosecutors elected rather than appointed by the state;
- the division of responsibilities between the state attorney general and district attorneys;
- the division of responsibility between police and prosecutors;
- the local choice nature of the decisions by communities on whether to use the services of the sheriff’s office; and
- the tensions in county budgeting as revenue requirements are assessed on communities in proportion to their property tax base, not on the services they use.

8.6 Roles of the State’s Largest City, Portland, Maine

This broad-ranging discussion included Portland’s city planner, corporation counsel, economic development coordinator, and port director as well as Dr. Mark Lapping, provost and vice president of the University of Southern Maine. Dr. Lapping was previously special assistant to the president for rural policy and regional development. He held this post during the Carter Administration. (Note: While at Rutgers University as a Humphry Fellow, Karol Balas of the

LSGAC studied under Dr. Lapping.) In addition Esther Clement, a current county commissioner and former mayor and city councillor, participated in the discussion.

This session, while vigorous, was disrupted when a fire alarm sounded and the building was vacated.

The discussion included the following topics:

- Portland's role as an economic engine for the state and its close location and economic ties to the Boston region;
- the formal and informal understandings that have developed over a long period of time about the region's need for Portland to be successful if surrounding communities are to prosper;
- the city's concern about the availability of land, zoning patterns, and public investment philosophy, which engender sprawl and consequent disinvestment in the core city; and
- the relationships of Portland, Cumberland County, and the state.

This discussion helped clarify some of the items raised at AVCOG and at Bates College by the delegation members. The advice of the city's corporation counsel was particularly helpful.

8.7 Maine's Planning Policy on Service Center Communities

On Thursday, November 21, the delegation met with Ms. Francine Rudoff, coordinator of Maine's Policy Development Program for Service Center Communities. Ms. Rudolph explained that this policy initiative was designed to identify ways the state could support regional centers. She indicated that the total number of centers was not yet determined but would be in the 78 to 85 range. The identified communities, which vary greatly in size, all provide an economic focal point for their regions. Hospitals, physicians, banks, and retail and wholesale suppliers tend to be clustered in these communities.

Ms. Rudoff explained that Maine is in the process of developing a strategy to support service center communities by developing policies that will lend state support to the economies of municipalities. Among the policies being considered are providing service center cities with bonus points in the ranking for state and federal infrastructure grants and projects, concentrating state investment in these communities, and reviewing state policies that directly and indirectly subsidize development costs in rural areas and hence foster out migration from the service center communities.

9.0 OTHER DISCUSSIONS

In addition to the presentations, discussions, and dialog categorized in the previous sections, the delegation participated in a range of discussions that have not been described previously.

9.1 Frame of Reference Briefing by Senior Policy Analyst Marilyn Contreas

On the first academic day of the study tour, November 11, Marilyn Contreas reviewed the concepts described in the briefing paper written by Mr. Kobayashi and provided to participants prior to their departure from Slovakia.

The major fiscal relationships between Massachusetts and its constituent municipalities were described in this session, as were the principal revenue sources and expenditures (competencies) of municipalities in Massachusetts and Maine.

This context-setting briefing sparked a number of questions about the property tax and the system of state subsidies for transportation and schools. The briefing provided the participants with the base knowledge required to understand and integrate the presentations during the tour and to gain insight into municipal and state behavior in Maine and Massachusetts. Importantly, the participants became aware of the very large portions of state own-source revenue distributed to localities as formula-driven subventions and of the very significant range of fiscal dependence on state subvention among municipalities. Similarly, the participants gained familiarity with the high degree of local reliance on the property tax.

9.2 Leadership Maine

On Thursday, November 21, Ms. Kelley Guarino, director of Leadership Maine, briefed the delegation on this small but focused program. The program, carried out under the umbrella of the Maine Development Foundation, brings together a group of local leaders from all across Maine for a year of leadership training and network building. Leaders are drawn from across Maine, a large state geographically, and from all sectors of the society: business, government, labor, education, and non-profit groups.

In her briefing, Ms. Guarino pointed out that the goal of the program is to identify people who have the potential to play significant civic leadership roles, to develop their leadership skills, and to amplify their potential by engaging them in a network that can provide ongoing support.

This program, which is business- and foundation-supported, identifies itself as an investor in Maine's civic infrastructure. The delegation was interested in learning that Maine's Gov. King was an alumnus of Leadership Maine and tour members discussed the program with him during their meeting.

9.3 The Role of the City Manager in Greenfield, Massachusetts

On Friday, November 15, the delegation met with Town Manager Norman Thidemann of Greenfield for a lunch discussion of the role of the city manager in Greenfield. The discussion was

informal and carried on during an hour-and-a-half luncheon in the town manager's conference room, which adjoins his office.

During the discussion, members of the delegation displayed considerable interest in the range of Mr. Thidemann's powers, his relationships with his elected officials, Greenfield's relationship with Franklin County, and the community's relationship to the state, particularly in terms of the state's role in regulating local governments.

Mr. Thidemann pointed out that 10 years previously he was appointed the town's first manager after a charter change voted by the citizens established the position to bring centralized and professional leadership to the town. The discussion revealed the common U.S. local government system, which permits local electorates' broad discretion in choosing the structure of their local governments. This characteristic of American local government was further buttressed when Mr. Thidemann told the delegation that a new local charter effort was under way and that the proposal before the voters in June 1998 would abolish the position of town manager and create the position of directly elected mayor.

This discussion helped put the Franklin County reform process discussed earlier in the morning in perspective and helped the delegation gain some insight into some to the "bottoms-up" aspects of local political decision-making.

9.4 Twenty-year Retrospective on Franklin County, Massachusetts

The last session of the two-day visit to Greenfield, Massachusetts, was cast as a round-table discussion among people with keen insight into the developmental history of the region over the last 20 years. The session was chaired by State Rep. Stephen Kulik, who was previously a selectman in Wothington, Massachusetts (pop. 1,156), who served as president of the MMA, and who has represented the region for over eight years in the Massachusetts House of Representatives.

This session included the publisher of the regional paper, the executive director of a rural development institute, a manager of extension services at the University of Massachusetts, and the director of the Regional Employment and Training Consortium.

10.0 CULTURAL COMPONENTS

Cultural components were integral to the project design. These components were designed to help the delegation feel comfortable and welcome in the United States from the outset of the study tour, to enable them to make social connections on their own, and to provide an opportunity for insight into American culture.

10.1 Thanksgiving Dinner and Reception

On the day after the delegation's arrival in Boston on Sunday, November 10, the delegation participated in a traditional sitdown-style American Thanksgiving dinner at the home of Richard and Susan Kobayashi. The menu was the same one used by the Kobayashi family each

Thanksgiving. The event included an explanation of the holiday's origins, the saying of grace, and the serving of second helpings. This was a big hit—about half the delegation wanted pictures of themselves taken with the turkey.

Following dinner, approximately 25 people from the Boston area Czech and Slovak community arrived to enjoy dessert and coffee and to welcome the delegation to the United States. The guests included Professor Nora Hemple, who teaches the Czech language at Harvard, and several of her students; engineers working on a major urban highway project; and a local ophthalmologist, fluent in Czech, who was a Fulbright lecturer in Czechoslovakia.

The members of the local Slovak and Czech communities had been identified in the planning stages of the project and invited for coffee and dessert. This event served the delegation well. During the second weekend of the tour, social contacts were made between members of the delegation and local Slovaks present at the coffee.

10.2 Dinner in an American Home or with Americans

On Thursday, November 14, the delegation was hosted by two families in Greenfield, Massachusetts. One family, the Hamiltons, are active in business. Mr. Hamilton is the third-generation owner of a footwear store in Brattleboro, Vermont, and Mrs. Hamilton is the president and executive director of the Greenfield, Massachusetts, Chamber of Commerce. In addition to the six members of the delegation, this dinner was attended by Kay Berenson, publisher of the *Greenfield Recorder*, the local daily, and Norman Thidemann, town manager in Greenfield.

The second dinner party was hosted in a local restaurant by Mr. and Mrs. Mark Berson, both local attorneys active in the civic life of the community. Significant parts of the conversation during the dinner focused on the issue of race in the United States.

10.3 Free Weekend

The middle weekend of the trip was unscheduled. The delegation stayed in a hotel close to downtown Boston and went sightseeing and shopping. They were aided by a guidebook to key restaurants and sights in Boston published in Slovak by Russian and Eastern European Languages, Inc., the translation agency used for this project. The local Slovak community held a party for the delegation.

10.4 Slovak Catholic Club of Lisbon Falls, Maine

In Lewiston, Maine, on Tuesday, November 19, the delegation attended a dinner hosted by Bates College. The hosts Jim Carignan, dean of the college and Bob Thompson, executive director of AVCOG, had invited Mr. Michael Bonhunicky the president of the Slovak Catholic Club of Lisbon, Maine (10 miles away) to join the delegation for dinner. This was a big success as Mr. Bonhunicky speaks perfect Slovak. His parents emigrated to the United States in 1918. While he was born in the United States, his first language is Slovak. There was a lot of conversation and great interest in the club album Mr. Michael Bonhunicky brought to the dinner. This contact resulted in an invitation to visit the club.

In response to Mr. Bohunicky's invitation to visit the Slovak Club, which he conveyed to the delegation at the Bates College dinner on November 19, the delegation arranged to visit the club on the evening of November 21 after its final meeting at the state capital in Augusta. The Slovak Catholic Club was founded in the late 1890s by Slovak immigrants to the Lisbon Falls area. Most of these immigrants were from the area of Slovakia around the city of Kosice in the eastern part of the country. Most of the immigrants worked in the textile mills, which were prominent in the region during that era.

For most of its history, the club served as a social and cultural center for the Slovak community. However, with a decline in the number of Slovak-speaking people in the region due to assimilation and intermarriage, the club long ago opened its membership to non-Slovaks.

At the Slovak Club, the delegation met the officers of the club, viewed the club's celebration of an independent Slovakia on videotape, and viewed photos of the club's winning athletic teams and the trophies they won in the 1920s. Drinks and light food were served and the affair was carried on in a largely informal manner. Photographs were taken of the delegation with club officers and guests, and several toasts were offered. Gifts were exchanged and each member of the delegation received a 100th anniversary Slovak Catholic Club hat with the logo "SCA1987-1997." After the spontaneous singing of several traditional Slovak songs and the formal presentation of tokens of appreciation, the delegation boarded its bus and departed for Boston.

11.0 ASSESSMENT AND EVALUATION

On the final day of the study tour, Friday, November 22, the delegation met for four hours in the conference room of the Massachusetts Municipal Association in Boston to discuss the study tour, identify the topics or issues each member would give priority to addressing after returning to Slovakia, and evaluate the program.

11.1 Identification of Priority Topics

This session was carried out in Slovak, except for a few instructions and comments from Mr. Kobayashi. The procedure used for identifying priority topics was a variant of a nominal group process.

The details of the procedure and results are documented in the appendices.

The participants were asked to think of the four or five most critical issues in the arena of local government/national government relations to be addressed in the next several years in Slovakia. Approximately 20 minutes was provided for this. Then the issues were posted on a flip chart. There were 30 issues. In order to determine the degree of consensus on the importance of the issues, each participant was allowed three votes. Ballots consisted of self-adhesive colored dots, which could be attached to the issues posted on the flip charts. In order to keep track of the preferences of each component of the delegation, each institution was provided with dots of a different color. For example, the four officials from the Ministry of Interior used green dots while the members of Parliament used red dots.

The key results of this exercise follow:

- The issue of allocation of financial resources to local governments received six votes: two from the Ministry of Interior, two from members of Parliament, one from the local government representatives, and one from the legal advisor to the Parliament.
- The issue of effective and regular communication between the state and local governments received six votes: two from the Ministry of Interior, three from the local government representatives, and one from the legal advisor to the Parliament.
- The issue of decentralizing services, revenues, and expenditures received a total of four votes: two from the Ministry of Interior, one from members of Parliament, and one from the legal advisor to the Parliament.
- The issue of effective disposal of financial services received a total four votes: one from the members of Parliament and three from the representatives of local government.
- The issue of land use planning and urban development as a vehicle for economic development received four votes: one from the Ministry of Interior, two from the members of Parliament, and one from the representatives of local government.

In addition, there were four topics that received two votes and an additional four topics that received one vote.

This exercise was designed to provide the members of the delegation an opportunity to identify issues of priority concern and to ensure that each member of the group had the opportunity to view the degree of consensus on priority issues among the participants before returning to Slovakia. The delegation discussed the high degree of clustering among six related issues and generally indicated that the study tour had strengthened the basis for collaboration on these issues among the study tour participants and the institutions they represent.

11.2 Evaluation

During the final session, the participants were asked to fill out an evaluation form. The questions on the form were answered in Slovak, and the responses were compiled by Karol Balas of the Center after his return to Slovakia. Generally, the study tour received high marks for preparation, logistics, relevance, and clarity of most presentations. Most participants found the study tour met their needs. The raw evaluation comments and a tabulation of responses to the evaluation survey are included in the appendices.

Appendix A

Travel Itinerary for Slovak Study Tour on Regionalism

November 9th - 23rd

Revised December 19, 1996

Saturday, November 9

11:55 PM: Airport Pick Up

Hotel Check In for nights of November 9-12 (inclusive)

Sunday, November 10

~ 1 PM: Dinner at Kobayashi House

Late afternoon or early evening: Social reception with Boston Slovak Community arranged in cooperation with staff at Harvard's Slovak Department.

Monday, November 11

9:00 - 11:00 AM: Study Tour Meeting in Hotel. Familiarization with overall plan for study tour. General discussion of tour objectives. Group discussion to learn roles and responsibilities of participants and their specific learning objectives.

Lunch

Note: The afternoon sessions will be held at the Park Plaza Hotel in Boston. Study Tour participants will be registered for the National Tax Association's Conference. The NTA is the professional association for tax policy experts and economists. Many members are expert in the topic of intergovernmental finance and competency assignment.

1:00 PM: Background and Context for the Tour. Discussion of Topics in Background Paper-- Led by Dick Kobayashi and Marilyn Contreas, Policy Analyst for Massachusetts State Government. Location Park Plaza Hotel.

Break

3:30 PM: Fiscal Decentralization Trends in Central and Eastern Europe. Led by Robert Ebel, Economist, World Bank, Washington. Followed by roundtable discussion by National Tax Association members familiar with intergovernmental policy issues in socialist countries in transition. Location Park Plaza Hotel.

Note: This session is being presented as a part of the National Tax Association annual meeting. The session will be included in the Conference Program as sponsored by USAID.

6:00 PM: National Tax Association Conference Reception. Hosted by the Lincoln Institute of Land Policy

Tuesday, November 12

10 AM: Meet with Senior Staff of Massachusetts Water Resources Authority (MWRA) to discuss origin and governance. Meeting will include Budget Director, formerly Chief Budget Officer in Boston who is expert in the MWRA-Local relationship.

11:45: Lunch At MWRA

12:25: Leave by vehicle for State House

1:00 PM: Observe meeting of the Local Government Advisory Committee (LGAC) with Governor who may be the US Senator elect.

The LGAC has been meeting on a regular basis with the Governor and top state officials for 20 years. It is the key forum for on going dialog with between the state and local governments.

2:00 PM: Meet with key state and local actors in the LGAC process to discuss the benefits of formal consultation and protocols used.

3:00-5:00 PM: To Be Determined

Evening Free

Wednesday, November 13

Hotel check out. On bus by 7:30 AM

8:30 AM: Arrive Marlborough, MA at Assabet Valley Regional Vocational Technical School and Assabet Regional School Collaborative, two examples of regional special purpose government.

11:30 AM: Arrive Worcester, MA. Tour key areas of the city by Bus

12:45 PM Lunch at City Hall

1:30 PM: Round Table Discussion of Worcester's Development As a regional center. Mayor Mariano, City Manager Tom Hoover (formerly City Manager in Toledo, OH) David Forsberg, Chief Development Officer (formerly assistant to HUD Secretary Kemp and Secretary of Human Services in Massachusetts)

3:00 PM: Discussion of the regional entities which play significant roles in the Worcester region and the regional political institutions

which support and coordinate regional activity. Led by Dr. Roberta Schaefer. Executive Director of the Worcester Municipal Research Bureau. Dr. Schaefer also teaches Political Science at Assumption College.

5:00 PM: Dinner and opportunity for shopping

8:00 PM: Depart via bus for Greenfield, MA (90 min)

9:30 PM: Arrive at Brandt House, Bed and Breakfast in Greenfield. Hotel Check In Greenfield for 2 nites 11/13-11/14

Thursday, November 14

9:00 AM: Bus Tour - Rural Franklin County with a stops at Shelburne and Buckland for a walking tour and meeting with Selectmen, citizens and local business people. Visit the two Town Halls and view municipal functions to establish a framework for discussion.

12:30 PM: Lunch at the Franklin County Community Development Corp. This is a non governmental organization which carries out direct economic development activities in the area with government support. Lunch will be adjacent to the CDC's business incubator

1:30 PM: Discussion Round Table focusing on economic/demographic trends and key regional organizations in Franklin County, their origins, roles and relationships to each other. The evolution and role of the Franklin County Community Development Corporation will be discussed.

Friday, November 15

Hotel Check Out

9:00 AM: Meet with Small Town Administrators and Circuit Riders. Roundtable Discussion on improving public administration in rural small towns.

11: 00 AM: Meeting with County Administrator and a Commissioner. Topic: "Reinventing Franklin County" Franklin County is in the process of shifting county functions (jails, court buildings, land registry, etc.) to the state and reestablishing itself as a Council of Governments whose sole purpose would be to serve the needs of the regions Towns.

12: 00: A walking tour of Greenfield led by Town Manager Norman Thidemann followed by lunch at Greenfield City Hall. Includes major town Functions located near Town Hall. Discussion of Greenfield's political role as county seat, the significance of the charter change of 10 years ago creating City Manager form of Govt, and the change proposed now to eliminate the Manager and shift to a Mayor Council system.

2:00 PM: Round Table Discussion with Key Leaders in the Franklin County Region on the key factors in the development of effective regional and local institutions in the 1975-1995 period.

The region's next twenty years will also be discussed . This session will be led by Stephen Kulik, State Representative and former President of Mass. Municipal Association. Mr. Kulik was a Selectman in Worthington (population 1156).

4:00 PM: Comments by Slovak Delegation

4:15 PM: Reception for Participants and speakers.

5:30 PM: Return to Boston by Bus. Arrival by 7 PM

Hotel Check-In for three nites Nov15 - Nov 17, inclusive. Midtown Hotel

Saturday, November 16

Free Day

Sunday, November 17

Free Day

Monday, November 18

Hotel Check-Out

9:00 AM: Greater Boston Regionalization Commission. City Hall Boston. Meet with staff and Commissioners including Mayors of Sommerville and Everett to discuss the role of this new Commission in developing cost saving regional service provision strategies for the region.

12: 00 Lunch

2:00 PM: Northeastern University. Discussion with Governor Michael Dukakis
“Intergovernmental Relations: The Importance of Effective Dialog in Solving Real Problems.”

4:30 PM: Leave for Auburn/Lewiston ME. Dinner enroute.

Hotel Check-In at the Farnum House, Lewiston Maine, located adjacent to Bates College for November 18-21, inclusive.

Tuesday, November 19

9:00 AM: Bus tour Androscoggin Valley Council of Governments (AVCOG) Region stopping to visit typical interlocal and regional projects established or operated by AVCOG.

12 Noon: Lunch at AVCOG Offices

1:00 PM: Roundtable Discussion of AVCOG History, Mission and Future

3:30 PM: Bates College. Roundtable Discussion with Leaders of Regional Institutions. Led by James Corignan, Dean of the College

5:30 PM: Reception and Dinner hosted by Bates College.

Wednesday, November 20

9:00 AM: Roundtable Discussion with Mayors, City Managers from Lewiston/Auburn others on obstacles and opportunities in interlocal cooperation.

11:15 AM: Lunch at Bates Student Cafeteria

12: 00: Travel to Portland

1:30 PM: Bus Tour of Portland

2:45 PM: Round Table discussion of Portland's role as the economic capital of ME, and as a regional center - Location Portland City Hall.

5:30 PM: Opportunity to walk through Portland's waterfront. Dinner and shopping opportunities in Freeport enroute to Hotel in Lewiston.

Thursday, November 21

Travel to Augusta, ME (35 miles)

AM: Overview of Maine and its regions. Discussions of three major programs:

- The Maine Service Center Communities Policy Initiative which seeks to craft state policies which are support of the municipalites serving as regional service centers. Francine Rudolph, Coordinator, Maine State Planning Office
- Leadership Maine. A broad based program to train civic leaders from across Maine which is supported by business and foundation funding. Kelley Guarino, Executive Director
- The Maine State-County-Local Initiative. An effort supported by the Governor, local and county officials ti identify the most cost effective ways to provide specific services, including examination of which governmental level is optimum for each service. Lucien Gosellin, Director of Development and Administration, Maine Development Foundation.

Lunch at the Maine Manufacturing Exposition at the Augusta Civic Center

2:00 PM: Meeting with Maine Governor Angus King.

3:00 PM: Meeting with members of the Maine Growth Council, a statutory body which includes local government representation and guides Maine's unique economic growth efforts. Discussion of the Special Role of the Maine Development Foundation

6:00 PM: Slovak Catholic Club. Lisbon Falls

8:00 PM: Return to Boston

Thursday, November 22

10:00: Discussion of Lessons Learned and Evaluation of the Study Tour

12:00: Presentation of Certificates of Participation

12:30: Study Tour administrative matters

Balance of Afternoon and Evening Free

Saturday, November 23

Hotel check out - Free Day

5:15 PM: Bus pick up at hotel for transportation to Airport

Appendix B

Briefing Documents Provided to Delegation Members (Prior to Departure to the United States)

1. "General Background Paper for the Slovak Study Tour Participants" Prepared by Richard M. Kobayashi, Kobayashi Associates, Boston, October 1996.

This paper sets the US context for intergovernmental relations with an emphasis on New England, the Study Tour's destination. It specifies the functions of local governments, its financing sources and describes the forms of local government. Five typical regional governmental organizations are defined and the political values which affect regional approaches to government are described. Fourteen single spaced pages.

2. "Franklin County, Massachusetts: Restructuring Regionalism" Jay DiPucchio, County Administrator, Franklin County, MA October 1996 12 pages including three charts.

This paper, written specifically for the delegation, explains how Franklin County is reinventing itself by shifting traditional state mandated functions to the state and developing a community service strategy.

3. "Comparative Local Government Structures in the United States", Kennedy Shaw, February 1992, International City /County Managers Association. 23 pages.

This paper provides an explanation of local government structures in the United States from a historical development perspective.

4. "Dynamic Tension: The Relationship of Central Governments and their Local Governments", Kennedy Shaw , February 1992 16 pages.

This paper provides an explanation of the relationships between central and local governments with emphasis on the central governments perceived needs for control and local governments needs for independence and broad discretion.

5. "Talking Points of Robert D. Ebel" November 1996." 21 pages.

This paper examines the trends in fiscal decentralization in Socialist countries in transition and elsewhere and describes the significance of these decisions on the efficiency of public services and on the development of democratic institutions. This paper was designed to accompany "Decentralization in the Socialist State" which was co authored by Mr. Ebel and distributed to the delegation in the session with Bob Ebel and Marinela Dado, both of the World Bank, on November 11.

6. "Maine Economic Growth Council - Summary of Goals and Performance Measures"
7. Biographical information on Governor Michael S. Dukakis

8. Constitution of the United States
9. "What is Democracy" USIA
10. Map of the United States
11. Monograph - Practical Information About Life in the USA
12. Information about the Local Self-Government Assistance Center

Appendix C

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